DOCUMENT RESUME

ED 170 913 EA 011 674

AUTHOR Caldwell, William E.; Curfman, Walter L.
TITLE The Relation Between Collective Bargaining Environments, and Prircipal Selection and Organizational Behavior Perceptions.
PUB DATE Apr 79
NOTE 12p.; Paper presented at the Annual Meeting of the American Educational Research Association (San Francisco, California, April 8-12, 1979)

EDRS PRICE MF01/PC01 Plus Postage.
DESCRIPTORS *Administrator Attitudes; *Administrator Characteristics; *Administrator Selection; *Collective Bargaining; Correlation; *Organizational Climate; Organizational Theories; *Principals; Promotion (Occupational); Teachers

ABSTRACT

This study examined the effect of collective bargaining environments on principal hiring and school administrator behavior perceptions. Specifically, researchers hypothesized that small or medium sized school districts that engage in collective bargaining will hire significantly more outsiders as principals than will similar districts in nonbargaining environments and that superintendent and principal percepticns of organizational behavior will be significantly more homogeneous in collective bargaining environments. Sixty-six school districts were selected from five states, providing equal samples from each environment, controlling for district enrollment and wealth, and administrative roles. Three managerial roles were selected as indicators of the total organizational behavior--the superintendent, a principal of three or more years tenure in the district, and a newly appointed principal. The organizational behavior instrument initially developed by Likert and adapted by Caldwell and Easton to a public school setting was utilized. The findings indicated positive relationships between outsider principal selection and collective bargaining environments. The data further revealed that organizational behavior preceptions of administrative staff were significantly different in bargaining and nonbargaining districts. (Author/JM)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED170913

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

THE RELATION BETWEEN COLLECTIVE BARGAINING ENVIRONMENTS, AND PRINCIPAL SELECTION AND ORGANIZATIONAL BEHAVIOR PERCEPTIONS

by

William E. Caldwell
The Pennsylvania State University

and

Walter L. Curfman
Tussey Mountain School District

Presentation Paper
American Educational Research Association
April 8-12, 1979

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

W. Caldwell

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

EA 011 674

Session No 926

Introduction and Objectives

Since the 1960's and early 1970's legislation permitting teachers to engage in collective bargaining has become widespread. Shanker (1978) has noted that the process has become almost universal. The introduction of collective bargaining into the public schools has resulted in intended and unintended consequences. The role of the principal has received a major impact from the inclusion of bargaining as a means of decision-making in school systems.

Templeton (1972) has indicated that traditionally the principal has performed the role of being the representative of the board and superintendent to the teachers and the spokesman of the teachers to the board and superintendent. Consequently, the principal maintained membership in two organizational families and acted as a communications link and part of the decision flow in the organization. Collective bargaining has affected this function of the principalship.

Management Team

Watson (1966), Cunningham (1968), and Epstein (1974) have indicated that in a bargaining situation teachers perceive the principal as the direct agent of their adversary, the board, and have therefore excluded him from bargaining units. He has become the administrator of the master contract and the first step in the grievance procedure. He has been identified as management by both teachers and the board, but he has been frequently ignored in the decision-making process. Smith (1970), McNally (1973),

and Nicholson (1974) have concurred that relations between teachers and administrators become strained after negotiations. Hence, principals have found their authority and prerogatives bartered at the bargaining table without having the opportunity to participate in the decision flow. The viable alternatives considered by principals to regain their power have been to negotiate for themselves or become part of a management team.

Collective bargaining has been an adversary process. Wynn (1973) and Shannon (1970) have concluded that collective bargaining polarizes staff into two camps - labor and management. Under these circumstances, management becomes more cohesive, and is more likely to become unified against a common foe. Salmon (1977) has viewed the management team as the only viable alternative to the administrative unions. Demsey (1975) has predicted that administrators in large school districts will form unions to regain their power; whereas, because of numbers, administrators in small districts will become part of a management team headed by the superintendent. This framework therefore suggests that different managerial attitudes and behavior may be found in collective bargaining environments than in nonbargaining situations.

Principal Selection

There has been agreement in the literature that the selection process is an important responsibility. Getzels, et al. (1965) have emphasized, "The most important time to match man and job is at the point of employment." Although there has been agreement in the importance of the selection process, there has appeared to be a gap between

knowledge and practice. Newberry (1977) has indicated that selection practices are often unsystematic, based on myth, and unsupported by research. Further, Briner (1960) has noted that the selection process is one marked by diversity in procedure.

School size has appeared to be a factor in the selection of an insider or outsider as principal. Griffiths, et al. (1965), Erickson (1963), Miner (1967), Wolcott (1973), and Valverde (1974) have concluded that large school districts tend to hire insiders. It has been indicated by these authors that large districts have a large teacher pool from which they may select administrative candidates. Griffiths, et al., (1965) Valverde (1974), and Greenfield (1973) found that principals in large districts have been active as sponsors of certain indentified candidates. Principals, in large districts, identified teachers who were potential administrators; encouraged them to become certified; encouraged them to volunteer for certain tasks; and upon the occurrence of a vacancy, recommended them for a position. The research on principal selection has been less conclusive in small and medium sized school districts.

When a vacancy has occurred, Menz (1973) and Campbell et al. (1975) have indicated that the superintendent has an opportunity to select someone who will be in harmony with his philosophy in operating the district. Further, Briner (1960), Hoy and Williams (1971) and Caplow (1964) have suggested that superordinates may select subordinates whose values and viewpoints are similar to their own. The selection studies cited in large districts above concur; i.e., the "sponsorship" process produced administrators of like kind.

Since collective bargaining has resulted in an adversary relationship between teachers and administrators, it is conceivable that it may affect the selection process of principals in small and medium sized districts. In such districts, there will be a smaller teacher pool from which to choose administrative candidates than in a larger district. Consequently, there is a greater chance that the available teachers will be more actively involved in the negotiation process. When the superintendent seeks an individual to fill a principalship, he will be reviewing a small number of candidates who may be perceived as not having similar organizational values that he and other members of the management team have. As a result, the superintendent may need to seek an outsider who will be more homogeneous in organizational behavior and values with those of the management team. Hence, it can be conjectured that districts with small or medium sized pupil enrollments which engage in collective bargaining will select significantly more outsiders as principals than similar districts that do not engage in collective bargaining. Further, superintendents' and principals' perceptions or organizational behavior will be significantly more homogeneous in collective bargaining district than in nonbargaining districts.

Objectives and Techniques

The purpose of this study therefore was to investigate the effect that collective bargaining has had on the selection of principals in small and medium sized school districts and also the effect that bargaining has had on the organizational behavior perceptions of members of the management team, specifically, superintendents and principals.

Based on the theoretical framework described, two major hypotheses were generated: (1) school districts with small or medium sized pupil enrollments which engage in collective bargaining will hire significantly more outsiders as principals than similar districts in nonbargaining environments, and (2) superintendent and principal perceptions of organizational behavior will be significantly more homogeneous in collective bargaining environments than in nonbargaining school districts.

Three managerial roles were selected as indicators of the total organizational behavior; the superintendent, a principal of three or more years tenure in the district, and a newly appointed principal. The organizational behavior instrument, initially developed by Likert and adapted by Caldwell and Easton (1973) to a public school setting, was utilized. The instrument quantified the respondent's perception of his/her organization's behavior on a continuum from open to closed. Instrument reliability in this study was calculated at .909 and .909 for the Guttman's Lambda -3 Index and the Coefficient of Alpha Index, respectively.

Data Source

A sample of one hundred public school districts was selected in controlled enrollment and wealth classifications from bargaining and nonbargaining environments. Districts were selected which met the following conditions: superintendents with two or more years tenure prior to the selection of a new principal, a new principal in the year of the study, one or more additional principals with three or more years tenure prior to the study year, and enrollment of 8,000 pupils or less, and varying

degrees of local school district economic resources. Due to further screening and the lack of complete data from all respondents, a final sample of sixty-six districts was selected from five states and provided equal groups of thirty-three school districts in both bargaining and nonbargaining environments.

Findings

The analysis of the data with respect to insider/outsider selection of principals indicated that no significant differences existed in bargaining and nonbargaining environments. However when the data were grouped with respect to the enrollment and the local wealth of school districts, two significant relationships were found. Significantly more outsider principals were selected in collective bargaining districts of medium size (4,000 to 8,000 enrollment) than in nonbargaining districts Nonbargaining districts of medium size enrollment hired significantly more insider principals. The second significant relationship between principal selection and bargaining status occurred when the data were grouped by the local wealth of the school districts. Districts classified as average in local resources hired significantly more outsiders in collective bargaining districts and more insiders in nonbargaining districts.

A district organizational perception score was derived by summing the absolute differences of the administrators from the district mean. This procedure did not reveal a significant difference in the homogeneity of organizational perceptions in regard to bargaining status. The relationship between bargaining status and the organizational perceptions of

principals and superintendents appears to be complex. Although the test just described failed in significance, a three-way analysis of variance revealed significant differences between organizational perception scores of district administrators with respect to the bargaining status of the district.

A finding that is consistent with respect to previous research is that higher level administrators perceive more open organizational behavior than middle managers, and there is a relationship between administrative tenure and perceptions of open organizational behavior.

Implications and Recommendations

The findings of this study support the contention that certain collective bargaining environments have significantly affected the organizational management of the public school district. Collective bargaining has had an effect upon the source of principals in districts of medium sized pupil enrollments, and districts of average wealth. Further, it appears that administrators in bargaining districts have different organizatonal perceptions than administrators of nonbargaining districts.

The significant findings of outsider selection of principals in collective bargaining environments have implications for the career patterns of teachers with leadership potential as well as the management of local school districts. Potential administrative candidates in medium sized and average wealth districts may find it advantageous to maintain a low profile in the teacher organization if they desire an administrative position within their district. The superintendent and members of

the management team may find that identifying their philosophy and organizational values prior to principal selection may help in selecting an administrative candidate that will "fit" the organization and enable them to operate a more efficient and effective management team.

The research further points out the need to continue the study of organizational behavior in collective bargaining and nonbargaining environments to ascertain the precise nature of the significantly different behaviors. Research will provide insights into the effects that the bargaining process has had upon the operation of school systems and will provide knowledge for persons affected and information for those who make decisions concerning the bargaining process within states.

The authors feel that a weakness of this study was the utilization of districts from four nonbargaining states in conjunction with the selection of all bargaining districts from Pennsylvania. It is felt that factors relating to school law, tradition, and current practice in a variety of nonbargaining environments could have affected the tested relationships.

With the continued growth of bargaining for teachers, school administrators should have the benefit of further research findings in respect to managerial behavior.

REFERENCES

Briner, Conrad. "The Superintendent and the Selection of Subordinate Administrators." Administrator's Notebook 8 (February 1960):1-4.

Campbell, Ronald F; Cunningham, Luvern L.; Nystrand, Raphael O.; and Usdan, Michael D. The Organization and Control of American School. Columbus, Ohio: Charles E. Merrill Publishing Company, 1975.

Caplow, Theodore. The Sociology of Work. New York: McGraw-Hill Book Company, 1964.

Cunningham, Luvern. "Collective Negotiations and the Principal." Theory Into Practice 7 (April 1968):62-70.

Demsey, Richard A. "Predictions and Recommendations: Principals and Negotiations." NASSP Bulletin 59 (March 1975):60-63.

Epstein, Benjamin. Principals: An Organized Force for Leadership. Reston, Virginia: The National Association of Secondary School Principals. 1974.

Erickson, Donald. "Selecting School Principals: Some Recent Developments." Administrator's Notebook 12 (November 1963):1-4.

Greenfield, William Dumont, Jr. Becoming a School Administrator: Socialization Processes During the Teaching Years. Albuquerque, New Mexico: University of New Mexico, 1973.

Griffiths, Daniel E., Goldman, Samuel; and McFarland, Wayne J. "Teacher Mobility in New York City." Educational Administration Quarterly 1 (Winter 1965):15-32.

Hoy, Wayne K., and Williams, Leonard B. "Loyality to Immediate Superior at Alternate Levels in Public Schools." Educational Administration Quarterly 7 (Spring 1971):1-11.

McNally, Harold J. "A Matter of Trust." Monthly Elementary Principal 53 (November/December 1973):20-25.

Menz, Gilbert. "The Management Team from a Principal's Point of View." Speech presented at the Annual Convention of the National Association of Secondary School Principals, Dallas, Texas, 2-7 February 1973.

Miner, John B. The School Administrator and Organizational Character. Eugene, Oregon: University of Oregon Press, 1967.

Newberry, Alan J. H. "What Not to Look for in an Elementary School Principal." National Elementary Principal 56 (March-April 1977):41-44.

Nicholson, Everett W., and Nasstrom, Ray R. "The Impact of Collective Negotiations on Principals." NASSP Bulletin 58 (October 1974):100-108.

Salmon, Paul B. "The Administrative Team: Should You Cheer It or Jeer It?" The American School Board Journal 164 (June 1977):24, 26-27.

Shannon, Thomas A. "The Principal's Management Role in Collective Negotiations, Grievances, and Strikes." Journal of Secondary Education 45 (February 1970):51-56.

Smith, Stanley S. "Some Effects of Collective Negotiations on Principal-Staff Relationships as Perceived by the Secondary School Principals in Illinois." Ph.D. dissertation, University of Illinois, 1970.

Templeton, Ian. "Principal's Role in Collective Negotiations." Educational Management Review Series 5 (April 1972):1-8.

Valverde, Leonard A. "Succession Socialization: Its Influence on School Administrative Candidates and Its Implication to the Exclusion of Minorities from Administration." Arlington, Virginia: ERIC Document Reproduction Service, ED 093 052, 1974.

Watson, Bernard C. "The Principal: Forgotten Man in Negotiations." Administrator's Notebook 15 (October 1966):1-4.

Wolcott, Harry F. The Man in the Principal's Office-An Ethnography. New York: Holt, Rinehart and Winston, Inc., 1973.

Wynn, Richard. Theory and Practice of the Administrative Team. Arlington, Virginia: ERIC Document Reproduction Service, ED 082 367, 1973.